

UPDATE ON STRATEGIC HUMAN RESOURCES MANAGEMENT ISSUES

Administrative review process statistical report 2025

UNAIDS INTERNAL JUSTICE SYSTEM
ADMINISTRATIVE REVIEW PROCESS
ANNUAL STATISTICAL REPORT 2025

PART I

INTRODUCTION

1. This is the eighth annual statistical overview of administrative review processes in the UNAIDS/World Health Organization (“WHO”) Internal Justice System (“IJS”). This UNAIDS Programme Coordinating Board (“PCB”) conference room paper provides a statistical analysis, overview of trends and outlines lessons learned, recommendations and further observations on the administrative review process in UNAIDS for the period **1 January 2025 to 31 December 2025**.
2. The statistics and descriptions in this overview are based on data collected by the HR Policy and Legal Unit (“HPL” or “Unit”), Department of People and Culture (“DPC”), which is responsible for *inter alia* analysing requests for administrative review (“RARs”) and preparing proposed decisions thereon by the Director, Department of Management and Partnerships.
3. RARs are normally submitted to the Director, DPC, with a copy to HPL through a dedicated mailbox (hrmlegal@unaids.org). Receipt of RARs is acknowledged by HPL.¹
4. For further details on the functioning of the mechanisms of the UNAIDS IJS and statistical data for previous reporting periods, please refer to the respective annual overviews for the years 2018–2024.²
5. Reference is also contextually made to the 2025 Annual Report of the WHO Global Board of Appeal.³

¹ In accordance with paragraph 14 of DPM/IN 2024-1 on Internal Justice System, a duly signed and dated RAR must be submitted to Director, DPC at UNAIDS.

² UNAIDS Internal Justice System. Administrative Review Process. Annual Statistical Report 2024, available on the webpage of the 56th UNAIDS PCB: [PCB56_CRP8_UNAIDS_Administrative_Review_Statistical_Overview_2024_EN.pdf](#);
UNAIDS Internal Justice System. Administrative Review Process. Annual Statistical Report 2023, available on the webpage of the 54th UNAIDS PCB: [PCB54_CRP5_UNAIDS_Administrative_Review_Statistical_Overview_2023_EN.pdf](#);
UNAIDS Internal Justice System. Administrative Review Process. Annual Statistical Report 2022, available on the webpage of the 52nd UNAIDS PCB: [PCB52_CRP5_UNAIDS_Administrative_Review_Statistical_Overview_2022_EN.pdf](#);
UNAIDS Internal Justice System. Administrative Review Statistical Overview 2021, available on the webpage of the 50th UNAIDS PCB: [PCB CPR 50 Administrative Review Statistical Overview 2021. Update on strategic human resources management issues \(unaids.org\)](#);
UNAIDS Internal Justice System. Administrative Review Statistical Overview 2020, available on the webpage of the 48th UNAIDS PCB: https://www.unaids.org/sites/default/files/media_asset/PCB_48_Agenda_Item_6_CRP2.pdf;
UNAIDS Internal Justice System. Administrative Review Statistical Overview 2019, available on the webpage of the 46th UNAIDS PCB: https://www.unaids.org/sites/default/files/media_asset/UNAIDS%20Administrative%20Review%20Statistical%20Overview%202019_En.pdf;
UNAIDS Internal Justice System. Administrative Review Statistical Overview 2018, available on the webpage of the 44th UNAIDS PCB: [UNAIDS_PBC44_HR_Mgt_Issues_update_EN.pdf](#).

³ [Annual Report 2025 Global Board of Appeal.pdf](#) (internal document).

HIGHLIGHTS AND TRENDS IN 2025

Some trends and key indicators worth highlighting from the 2025 reporting year include:

Requests for administrative review

6. In 2025, **14 new RARs** (*Figure 1*) were received **from 12 different staff members**. All 12 staff members were serving at the time of submission of their RARs, while five of them had separated from service by 31 December 2025.
7. In 2025, the number of RARs increased to 14, compared to six RARs in the 2024 and 10 in the 2023 reporting year. 2025 recorded the highest number of RARs filed since 2019.⁴
8. In 2025, the subject matter of 13 out of 14 RARs related to the 2025 Organizational Restructuring Exercise (the “Restructuring”). The abolition of post was challenged in 10 RARs, while the termination of appointment following post abolition was contested in four RARs. In addition, Compendium-related matters—including non-selection, ineligibility to participate in a Compendium selection process, and the non-inclusion of a position in the Compendium—were challenged in five RARs. One RAR concerned the ineligibility to participate in the appointment procedure for UNAIDS Country Director (“UCD”) positions. As at 31 December 2025, one RAR decision concerning the abolition of a post in the context of the Restructuring had been appealed before the WHO Global Board of Appeal (“GBA”). Staff members were encouraged, in accordance with paragraph 35 of the Organizational Restructuring Implementation Guidelines (the “Guidelines”),⁵ to, where applicable, combine their challenges against the abolition of their position with challenges to the termination of their appointment.
9. The Restructuring-driven pattern observed in 2025 differs markedly from that of 2024. In 2024, the subject matter of RARs and appeals was considerably more diverse, with each case addressing a distinct issue. In addition, the vast majority of RARs and appeals lodged in 2024 stemmed from circumstances arising in earlier years, notwithstanding the fact that they were formally filed in 2024.

Appeals before the GBA

10. In 2025, **three new appeals were submitted** by one serving and two former UNAIDS staff members before the GBA (*Figure 10*). As at 31 December 2025, all three appeals remained pending before the GBA. Reference in this regard is made to the Global Board of Appeal annual report for 2025.⁶
11. In 2025, the number of appeals filed remained unchanged at three, the same as in the 2024 reporting year. However, this represents a significant decrease compared to 2023, when eight appeals were filed.
12. In 2025, one of the three appeals filed pertained to the Restructuring.

⁴ In 2024, six RARs were received from six different staff members. In 2023, 10 RARs were received from eight different staff members. In 2022, 12 RARs were received from 14 different staff members. In 2021, a total of seven RARs was submitted.

⁵ Paragraph 35 of the Guidelines states that “[s]taff members wishing to file a formal challenge against the abolition of their position, while no final decision has been made on whether their appointment is to be terminated following such abolition, are encouraged to seek an extension of the time limit (i) either to file their request for administrative review or (ii), if already filed, to receive a response thereto, under WHO eManual Section III.12.3, paragraph 90”.

⁶ [Annual Report 2025 Global Board of Appeal.pdf](#) (internal document).

Complaints before the ILOAT

13. HPL independently prepared three submissions before the ILOAT and reviewed another two such submissions which were prepared by the WHO's Office of the Legal Counsel ("LEG"). As at 31 December 2025, 13 complaints, submitted by serving or former UNAIDS staff members between 2020 and 2025, remained pending before the ILOAT. One new complaint was lodged before the ILOAT in 2025 against a final decision made by the UNAIDS Executive Director.

General Observations

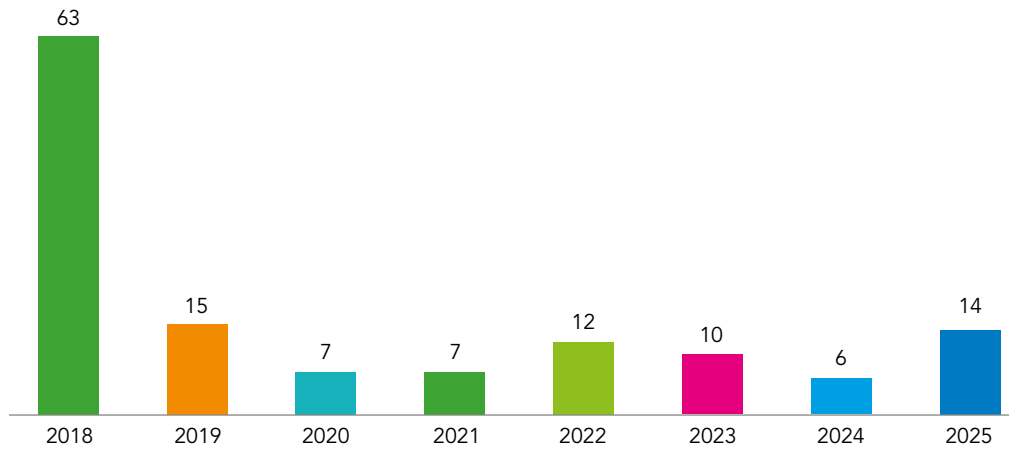
14. As stated above, the subject matter of all but one RARs filed in 2025 related to the UNAIDS Restructuring. The only RAR that did not pertain to the Restructuring concerned a special education grant claim (*Figure 2*).
15. In four of the 14 cases, extensive efforts to informally resolve the matters were undertaken internally, including by or through DPC. In two of these cases, the matter of contention was fully addressed internally, rendering the respective RARs moot.
16. In 2025, all 14 RARs were submitted by holders of fixed-term appointments (*Figure 6*). This is consistent with the pattern observed in 2021 and 2022. However, in 2023, eight RARs were submitted by holders of fixed-term appointments, while two RARs were filed by holders of temporary appointments under Staff Rule 420.4⁷ as adapted to the needs of UNAIDS.⁸ In 2024, four RARs originated from staff members holding fixed-term appointments, and two RARs were submitted by holders of temporary appointments under Staff Rule 420.4.

⁷ Staff Rule 420.4 provides as follows: "A "temporary appointment" is a time-limited appointment of up to two years [...]".

⁸ The adaptation to Staff Rule 420.4 on Appointment Policies (temporary appointments) for staff members of UNAIDS provides as follows: "[a] "temporary appointment" is a time-limited appointment of up to two years. New temporary appointment(s) can be issued without a period of non-employment beyond two years to a third year by the discretionary decision of Director, Department of People Management (DPM) and, exceptionally, to a fourth year by decision of the Executive Director. The total duration of uninterrupted service under consecutive temporary appointments with UNAIDS shall not exceed four years".

RARs from 2018⁹ to 2025

Figure 1. Number of RARs per year from 2018 to 2025

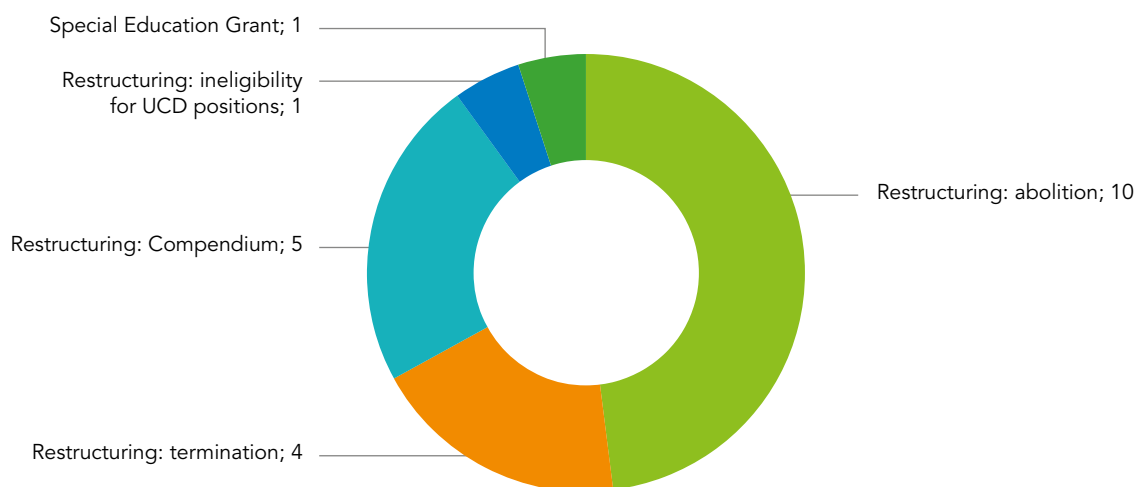


RARs by category:

17. Below (Figure 2) is a detailed breakdown of the **14** RARs received in 2025 across **six** different subject categories:

- a. Restructuring: abolition – 10;
- b. Restructuring: termination – 4;
- c. Restructuring: Compendium – 5;
- d. Restructuring: ineligibility for UCD positions – 1;
- e. Special Education Grant – 1.

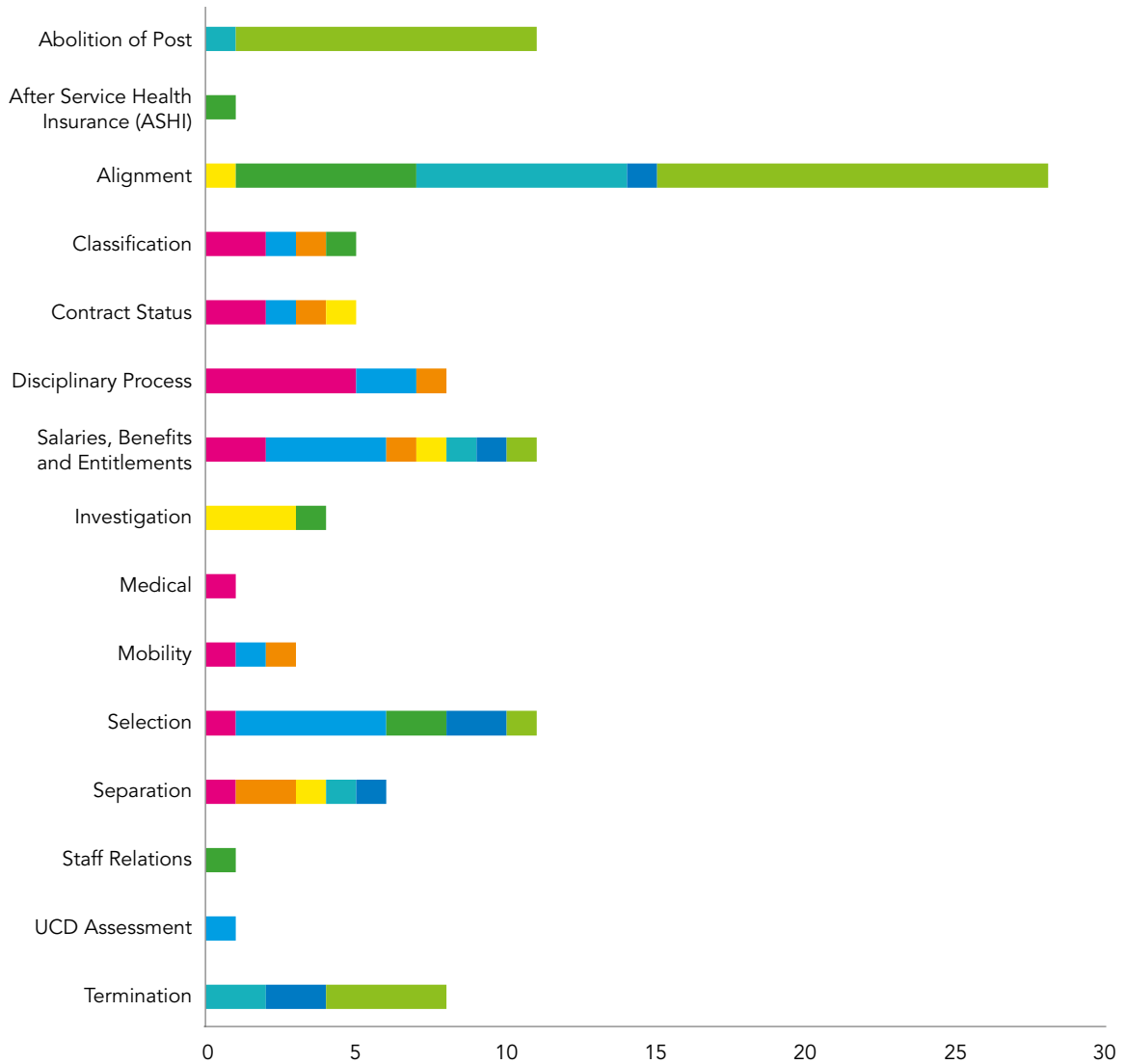
Figure 2. 14 RARs received from 1 January to 31 December 2025



⁹ The number of RARs for the year of 2018 includes 47 RARs arising in relation to the International Civil Service Commission ("ICSC") compensation matters (i.e. Geneva post adjustment and changes to education grant). The Administrative Review Statistical Overview for 2018 is available on the webpage of the 44th UNAIDS PCB.

18. Figure 3, below, displays the categories of all RARs between 1 January 2018 and 31 December 2025. During this period, Restructuring/Alignment-related RARs emerged as the most prevalent category alongside RARs related to Salaries, Benefits and Entitlements and Selection.¹⁰

Figure 3. Categories of RARs in 2018–2025



	Abolition of Post	After Service Health Insurance (ASHI)	Alignment	Classification	Contract Status	Disciplinary Process	Salaries, Benefits and Entitlements	Investigation	Medical	Mobility	Selection	Separation	Staff Relations	UCD Assessment	Termination
2025	10		13				1				1				4
2024			1				1				2	1			2
2023			7				1								2
2022		1	6	1				1			2		1		
2021			1		1		1	3				1			
2020				1	1	1	1			1		2			
2019				1	1	2	4			1	5			1	
2018				2	2	5	2		1	1	1	1			

¹⁰ Please note that most RARs cover multiple subject matters and may therefore be counted under more than one pillar.

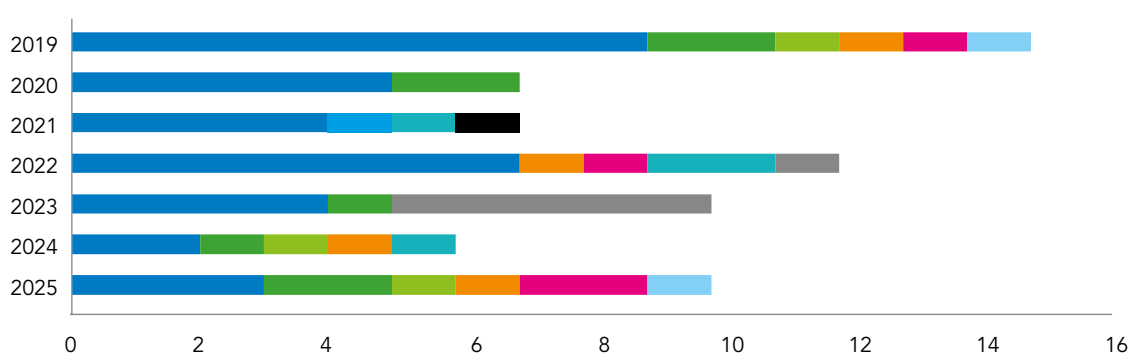
RARs by location and structural unit:

19. In 2025, the majority of RARs (78.6%, corresponding to 11 RARs) were filed by staff members based in UNAIDS regional and country offices, while the remaining 21.4% (three RARs) were submitted by staff members at the UNAIDS Global Centre in Geneva. Specifically:
 - a. Three RARs originated from the UNAIDS Global Centre in Geneva.
 - b. Six RARs were filed by staff members based in UCOs.
 - c. Five RARs were submitted by staff members located in RSTs.

20. This pattern is consistent with the trends observed in the 2023 and 2024 reporting years and contrasts with the years preceding 2023, when most RARs were submitted by staff members based at the UNAIDS Global Centre (*Figure 4*). Specifically, in 2025, one RAR was submitted by a staff member based in a UNAIDS Country Office (“UCO”) in the LAC region; two RARs were filed by two staff members based in UCOs in the ESA region; one RAR originated from a staff member based in a UCO in the WCA region; and two RARs were submitted by two staff members based in a UCO in the AP region. In addition, one RAR was filed by a staff member based in the UNAIDS Regional Support Team (“RST”) in the EECA region, while four RARs were filed by three staff members based in the RST in the AP region. Finally, three RARs were submitted by two staff members based at the UNAIDS Global Centre in Geneva (*Figure 4.1*).

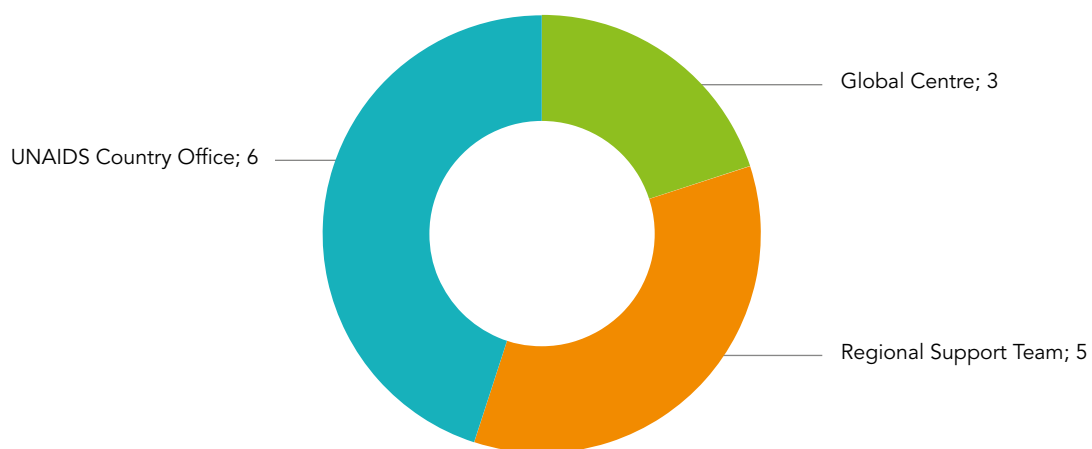
21. Given the organization-wide impact of the various restructuring exercises across the Global Centre, RSTs, and UCOs—and taking into account that the majority of staff were already based outside the Global Centre prior to the Restructuring—the distribution of RARs reflects the effect of the Restructuring across all organizational levels. Accordingly, these figures should be viewed in light of the overall staff distribution across headquarters, regional, and country levels.

Figure 4. RARs by location in 2019–2025



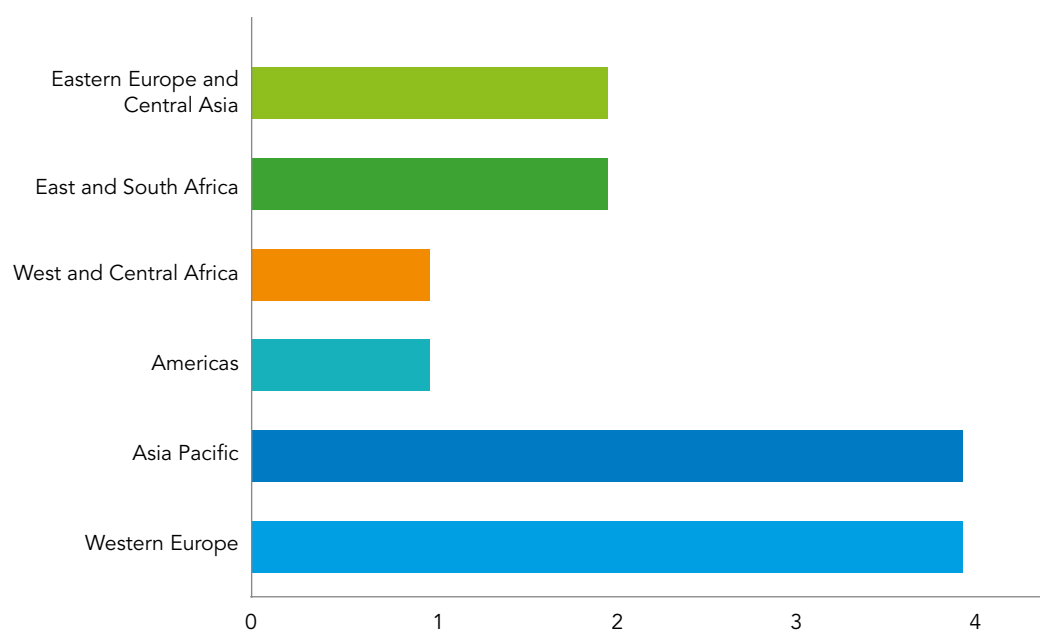
	2019	2020	2021	2022	2023	2024	2025
■ Global Center, Bonn, Geneva, Johannesburg	9	5	4	7	4	2	3
■ Eastern and Southern Africa	2	2			1	1	2
■ West and Central Africa	1					1	1
■ Latin America and Caribbean	1			1		1	1
■ Eastern Europe and Central Asia			1				
■ Asia and Pacific	1			1		1	2
■ Regional Support Team, Asia and Pacific			1	2			
■ Regional Support Team, Eastern and Southern Africa	1						1
■ Regional Support Team, Middle East and North Africa				1	5		
■ Liaison Office			1				

Figure 4.1¹¹ 2025 RARs by team/office/unit



RARs by region of nationality of staff members¹²:

Figure 5. 2025 RARs by region of nationality of requestor

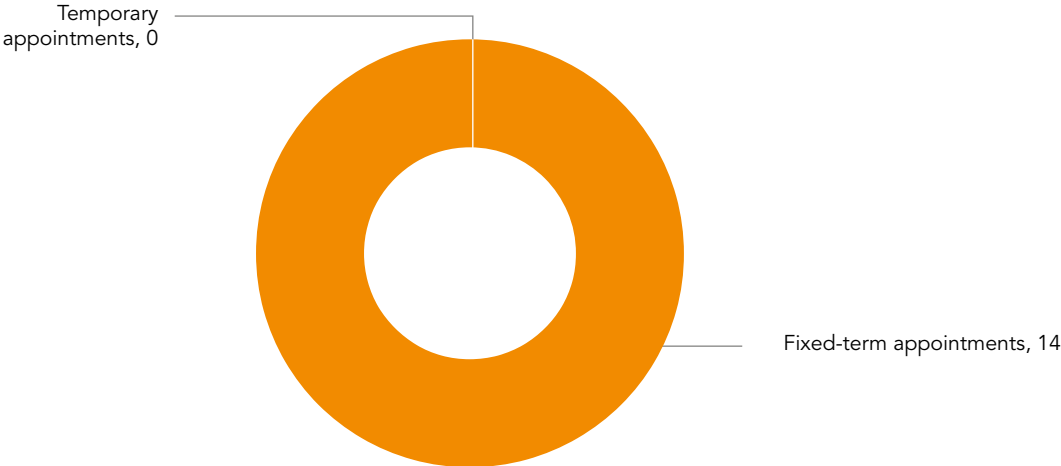


¹¹ Please note that, in 2025, the 14 RARs were filed by 12 staff members, with two of them submitting two RARs each.

¹² Please note that, in 2025, the 14 RARs were filed by 12 staff members, with two of them submitting two RARs each.

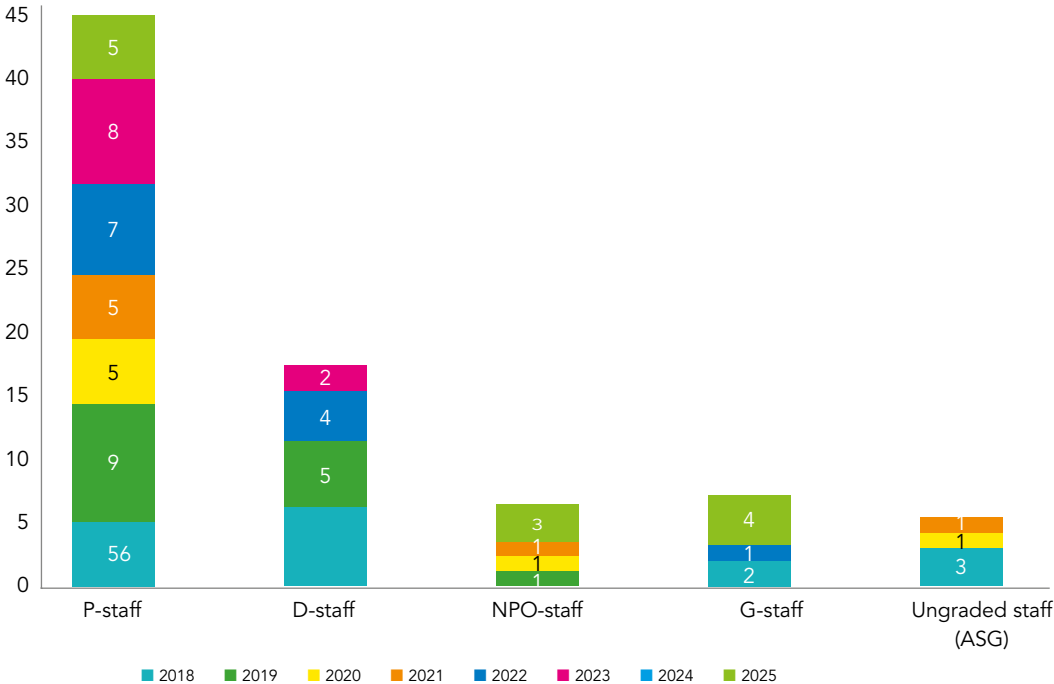
RARs by type of appointment, contract status and category:

Figure 6. 2025 RARs by type of appointment



22. Six RARs were submitted by five staff members in the Professional and higher category. No RARs were submitted by staff members at the Director level. Three RARs were submitted by three National Professional Officers. Five RARs were filed by four staff members in the General Service category. Reference is made to *Figure 7*.

Figure 7. 6 AR Requests by staff category in 2018–2025



All RARs by gender:

23. Of the 14 RARs filed by 12 staff members in 2025,¹³ six were submitted by male staff members and six by female staff members, indicating a balanced use of available recourse mechanisms across genders.

Figure 8. Gender of staff members in RARs in 2019–2025

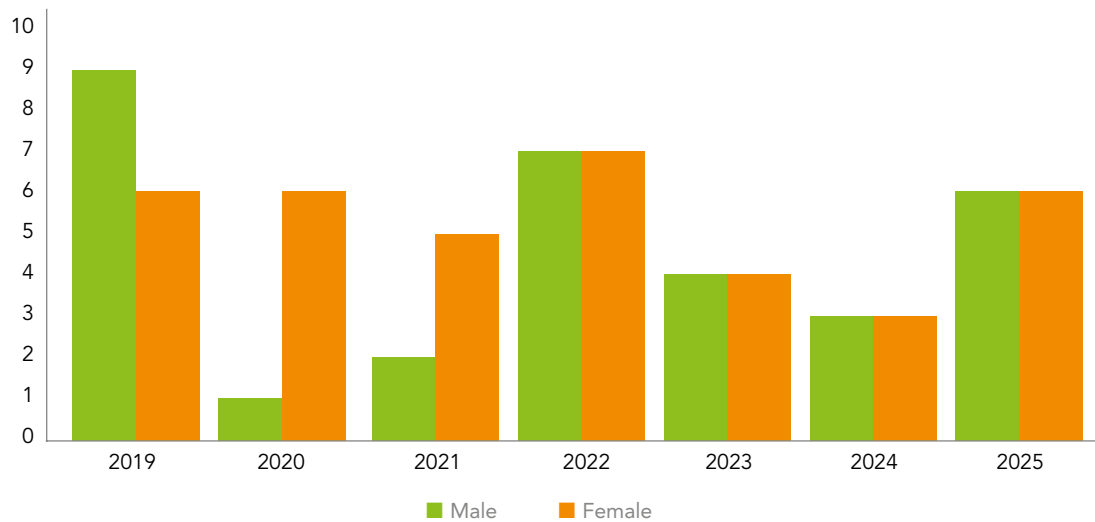


Figure 8.1 Gender of staff members in RARs in 2019–2025

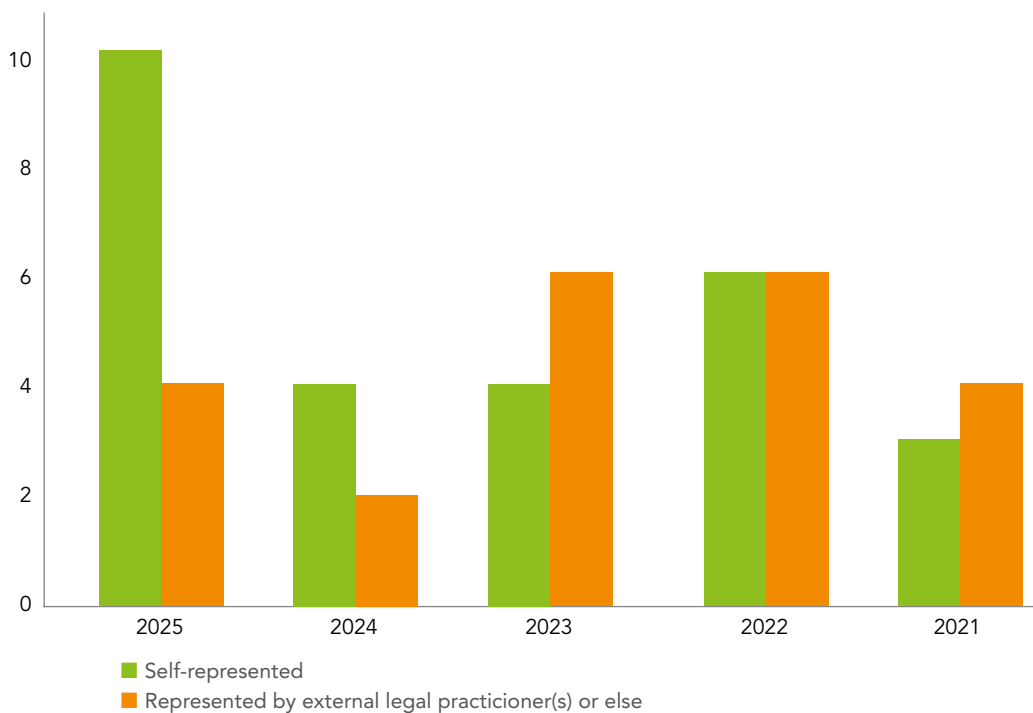


¹³ This gender balance is consistent with the patterns observed in 2024, when three RARs were filed by male staff members and three by female staff members, as well as in 2023, when four RARs were submitted by male staff members and four by female staff members. In the years preceding 2023, RARs had predominantly been submitted by female staff members. In total, 37 RARs were submitted between 2019 and 2025 by female staff members, as opposed to 32 RARs submitted by male staff members.

Representation at the stage of administrative review

24. In 2025, staff members chose to be represented by a professional outside legal counsel in four RARs and were self-represented in 10 RARs.

Figure 9. Representation in AR requests in 2021–2025



Status of review of RARs submitted at 31 December 2025:

25. In 2025, a total of 14 administrative review decisions were issued. Of these, one decision pertained to a RAR filed at the end of 2024, while 13 decisions related to 13 RARs filed in 2025. The deadline to issue one decision in response to one RAR filed in 2025 was suspended, at the staff member's request, in accordance with paragraph 35 of the Guidelines. Accordingly, this was the only RAR which remained pending as at 31 December 2025; the final administrative review decision in that case was issued in 2026, within the statutory time limit, as extended in accordance with the relevant provision of the Guidelines.

26. Of the 14 administrative review decisions issued in 2025, 11 upheld the contested decisions. In one case, the request was granted in favour of the staff member, while in two cases the RARs became moot following settlement of the matters concerned.

27. Out of the 14 final administrative review decisions issued in 2025, only two were appealed before the GBA as at 31 December 2025.

28. As at 31 December 2025, there were no extensions of the deadline for issuance of the final administrative review decision in any of the 14 RARs filed in 2025.¹⁴ Consistent with the 2024 reporting year, this demonstrates the Organization's commitment to the timely delivery of justice and adherence to prescribed timelines.
29. In 2025, the average time to complete an administrative review dropped to 47.46 calendar days, compared with 60 calendar days in 2024 and 69 calendar days in 2023. This reflects not only the Organization's compliance with applicable statutory timeframes but also its commitment to its duty of care, due process and accountability towards staff members impacted by the Restructuring.¹⁵

Specialized (or subject-matter specific) review mechanisms

30. In 2025 (similarly to 2024, 2023 and 2022), there was no case filed within the regulatory framework of the against decisions by the UNAIDS Classification Review Standing Committee or the UNAIDS Global Rebuttal Panel.

¹⁴ In accordance with paragraph 90 of Section III.12.3 of the WHO eManual, "[t]he deadline of sixty (60) calendar days to conduct an administrative review [...] may be extended by the Director, [DPC], including in the event that the staff member submits an amended request for an administrative review, in case of joined administrative reviews, for the purpose of informal resolution, or where additional decisions are pending or expected (e.g. outcome of a reassignment process following abolition of post) or where the extension is based on other reasonable grounds, such as illness".

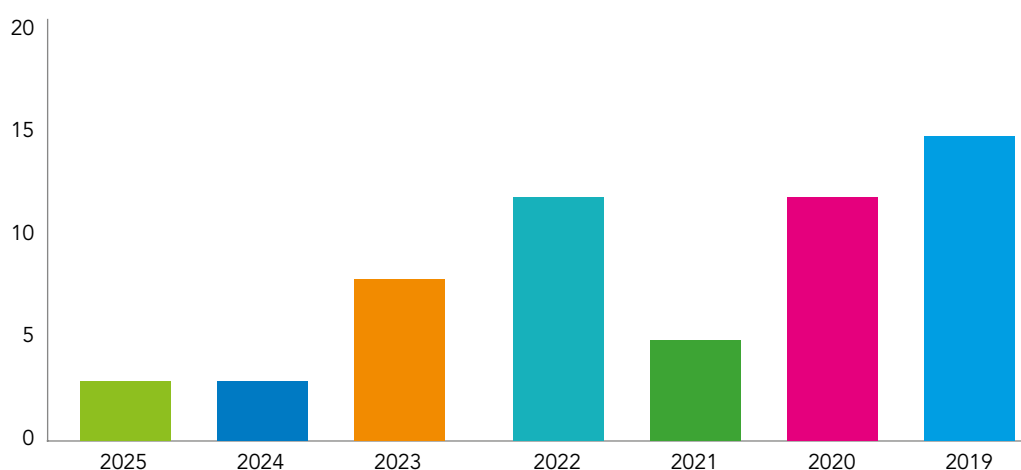
¹⁵ In accordance with Staff Rule 1225.4, the final decision on a request for administrative review shall be communicated in writing to the staff member within 60 calendar days of receipt of the complete request for administrative review.

Decisions further appealed:

A. Appeals before the GBA in 2025

31. In 2025, a total of three new appeals were submitted to the GBA by one serving and two former UNAIDS staff members¹⁶ (compared to three in 2024, eight in 2023, 12 in 2022, five in 2021, 12 in 2020 and to 15 in 2019).

Figure 10. Appeals submitted by UNAIDS staff members in 2019–2025

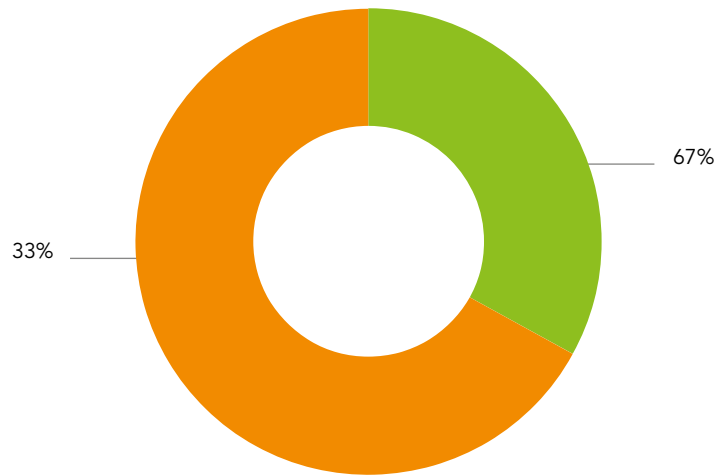


32. The appeals submitted in 2025 challenged final administrative review decisions, or other decisions directly impugned before the GBA without requiring submission of an AR, as per *Figure 11*.¹⁷ Specifically, two appeals were submitted against a final administrative review decision issued in 2025; and one appeal was lodged against the decision to terminate the staff member’s appointment for misconduct (under Staff Rule 1110.1.6 – dismissal).

¹⁶ [Annual Report 2025 Global Board of Appeal.pdf](#) (internal document).

¹⁷ In accordance with paragraph 45 of Section III.12.3 of the WHO eManual, “[p]ursuant to Staff Rule 1225.1, the following final administrative decisions shall not be subject to administrative review under Staff Rule 1225 (Administrative Review) and shall be appealable directly before the Global Board of Appeal under Staff Rule 1230 Global Board of Appeal: i. decisions based on recommendations of the Advisory Committee on Compensation Claims (ACCC); ii. decisions based on recommendations of a Classification Review Standing Committee, or otherwise taken under the applicable Procedures; iii. decisions taken pursuant to the WHO policy on Preventing and Addressing Abusive Conduct; and iv. decisions imposing disciplinary measures or written reprimands pursuant to Staff Rule 1110 or Staff Rule 1115”.

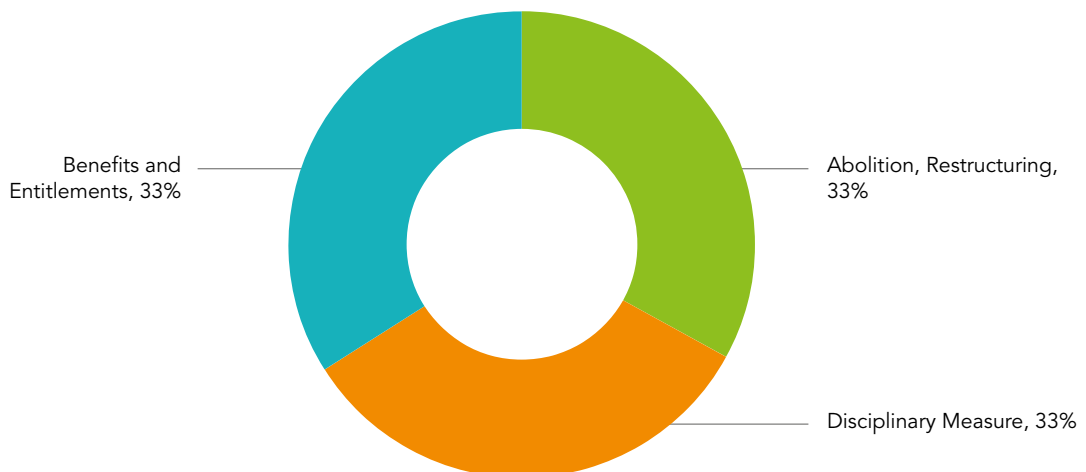
Figure 11. Decisions appealed to the GBA in 2025



■ Final administrative review decisions issued in 2025.
■ Decision taken following disciplinary proceedings (direct appeal to GBA).

33. In 2025, the GBA appeals related to the following categories:

Figure 12. 3 appeals by category in 2025

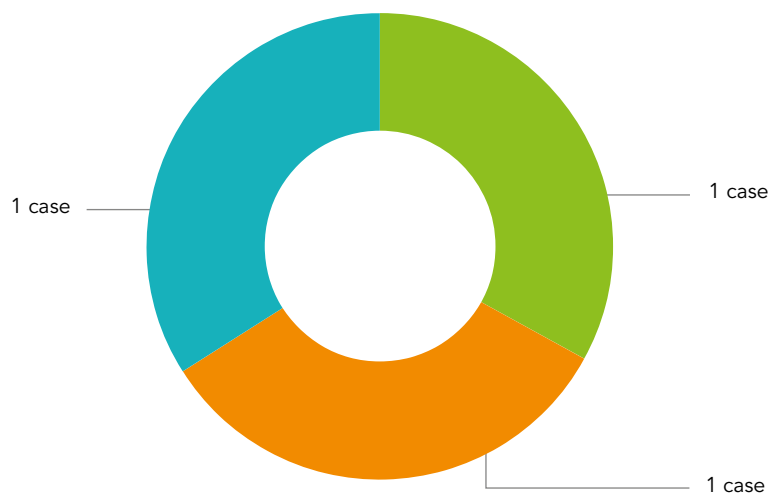


34. As at 31 December 2025, the proceedings in all three appeals were pending before the GBA.

35. None of the three appeals filed in 2025 was assessed as being amenable to informal resolution, notably due to their subject matter. It is noted, however, that, with regard to the appeal concerning benefits and entitlements, extensive informal resolution efforts had been undertaken in the context of the RAR process.

36. Three appeals were reported to the 56th PCB as pending before the Board as at 31 December 2024. In 2025, all three decisions of the Executive Director in these appeals were issued.
37. In 2025, the EXD issued a total of three final decisions following receipt of the GBA's recommendations in accordance with Staff Rule 1230.6.1. For further details on the final decisions made by the EXD in 2025, please consult *Figure 13*.
38. As at 31 December 2025, no final decision by the Executive Director following a GBA recommendation was contested before the ILOAT in accordance with Staff Rule 1240.¹⁸

Figure 13. EXD decisions on GBA recommendations in 2025



- Recommendation to reject the appeal as unreceivable. Accepted by the EXD.
- Recommendation to reject the appeal in its entirety. Accepted by the EXD.
- Recommendation to grant the appeal in part, to set aside the disciplinary decision, to issue a new decision and to pay legal costs in the amount of USD 5000. Rejected by the EXD. No legal fees were reimbursed.

39. Regarding the appeal decisions issued in 2025, the average time for the Executive Director to review the report of the GBA and to provide the appellants and/or their representatives with the final decision upon appeal decreased significantly, from 101,6 calendar days in 2024 to 47,3 calendar days in 2025. This reduction demonstrates the Organization's strengthened commitment not only to meeting statutory deadlines but also to ensuring the timely delivery of justice and the prompt resolution of disputes.

¹⁸ Staff Rule 1240 provides as follows: "Disputes between the Organization and a staff member which cannot be resolved internally may be referred to the Administrative Tribunal of the International Labour Organization, in accordance with the provisions of the Statute of the Tribunal".

Representation at the stage of appeals before the GBA

40. In accordance with paragraph 180 of Section III.12.4 (GBA Rule 280) of the WHO eManual, the Appellant may be self-represented during the appeal process or by a third party, including an external legal counsel. If he/she is being represented by another person, the Appellant must submit to the Board a duly signed and dated Power of Attorney appointing his or her representative.
41. In 2025, the representation was as follows:
 - i. Third party representation – two cases by external legal practitioners; and
 - ii. self-representation – one case.

B. Complaints filed before the ILOAT

42. In 2025, one new complaint was lodged with the ILOAT challenging a final decision of the Executive Director.
43. As at 31 December 2025, 13 outstanding complaints submitted during the period 2020–2025 were pending before the ILOAT.
44. At its 139th session (February 2025), the Tribunal issued two decisions relating to UNAIDS. In the first case, concerning a complaint against a reassignment decision taken in the context of the 2019 Mobility Exercise, the ILOAT dismissed the complaint and upheld the impugned decision in its entirety. In the second case, relating to the termination of an appointment following the complainant’s refusal to accept two reassignment proposals, the Tribunal likewise dismissed the complaint and upheld the contested decision in full.¹⁹
45. At its 140th session (May 2025), the ILOAT issued no judgments concerning UNAIDS.²⁰

¹⁹ ILO Administrative Tribunal, 139th Session.

²⁰ ILO Administrative Tribunal, 140th Session.

PART II

Continued practice, trends and lessons learned

Emphasis on efforts of informal resolution of workplace disputes:

As in previous years, DPC made considerable efforts towards **conflict prevention and early resolution** through results-oriented policy and legal advice and dispute resolution efforts at all operational stages on a range of diverse subject matter RARs.

The informal resolution efforts are ongoing and special emphasis has been placed on the involvement of different stakeholders such as the UNAIDS Ethics Office, the WHO Ombudsperson Office, the Staff Welfare and Wellbeing Counsellor, as well as the WHO Staff Health and Wellbeing Services. Successful conflict resolution has the potential to significantly reduce operational and financial costs as well as the human and health impacts of formal litigation, with speedy and informal resolution restoring trust and satisfaction among staff members.

Policy development, revision and update:

UNAIDS has developed, revised and updated internal rules and policies so that they remain in line with best practices. In 2025, DPC prepared or updated the following policy documents and guidelines, including the frameworks governing the 2025 Restructuring Exercise, based on lessons learnt from handling legal cases and the gaps identified in the UNAIDS' policy landscape: (i) UNAIDS Information Note on Reassignment Process for Qualifying Staff Members (HRM/IN 2023-10 Rev.1); (ii) Flexible Working Arrangements Policy (DPM/IN 2025-1); (iii) UNAIDS Recruitment Policy and Procedures, HRM-IN-2022-1 (Rev.2); (iv) Restructuring Implementation Guidelines; (v) Guidance for Applications to Compendium Positions; (vi) Guide for Managers on Teleworking outside the duty station (under DPM/IN 2025-1); (vii) Introduction to the Staff Regulations and Staff Rules for Staff Members of UNAIDS (25 June 2025); and (viii) Note on key entitlements upon separation following post abolition and upon relocation / reassignment.

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